



Chapter 6: Implementation

6.0 Introduction

This chapter provides the strategies for funding the recommendations for capital improvements for parks, facilities and arts, recreation and administrative services of the Wenatchee Parks, Recreation and Cultural Services Department. For many cities, the amount of funds required to acquire park land and provide the proposed programs facilities is beyond their financial capabilities. Parks must compete for funds with many other vital City functions and services, including police and fire protection, courts and jail, roads, utilities, planning, regulatory enforcement, and so forth. Through the planning process, projects included the proposed capital investment plan were prioritized, suggesting a continuum as to which facilities should be given the highest and lowest consideration. That priority order may change however if funding sources provide opportunities at a varied order.

6.1 Park, Recreation Facility and Open Space Prioritization

This section aims to aid strategic decision making by providing project comparisons and establishing eight criteria against which each project is rated. As some criteria are more important to the community than others, the scores under each are weighted to reflect relative values. In the Appendix section of this plan, projects are presented in priority order based on their scores in each of the evaluation criteria.

6.1.1 Rating Criteria

The following criteria creates the basic framework for measuring specific projects identified in this plan. Under each criterion, each project was scored on a scale of 1 to 5 with 5 being the best. That score was then multiplied by the criterion's weight, resulting in a weighted score for that particular criterion. The weighted scores were then summed, creating a total weighted score for each project. This allowed the project to be prioritized according to their total score and programmed over upcoming budget years.

- **Health, Safety and Welfare** - The extent to which the proposed project is necessary to meet the public's health, safety and welfare needs. Weight =3.
- **Resident Priority** – The extent to which the project is supported by the community's expressed preferences. Weight = 2.
- **Cost Efficiency** – The extent to which the project produces the highest cost/benefit ratio. Weight = 2.
- **Multiple Use** – The extent to which the project will serve more than one purpose. Weight = 2.
- **Function** – The extent to which the project will improve the function of the facility. Weight = 2.
- **Rehabilitation** – The extent to which the project rehabilitates existing facilities. Weight = 2.

- **Aesthetics** – The extent to which the project improves the appearance of the facility. Weight = 1.
- **Level of Service** – The extent to which the project helps meet levels of service as defined in the plan. Weight = 1.

Table 6.1.1: Parks, Recreation and Open Space Capital Investment Plan Summary

Project Rank	Project Number	Project Name	Location	Total Cost
1	PK2006C3	Park Renovations	Pioneer Park	\$9,000,000
2	PK2013C6	Hale Park Development	Hale Park	\$1,117,000
3	PK2006T11	Pedestrian Bridge Extension	Hale Park	\$3,000,000
4	PK2006N2	Park Renovations	Kiwanis Methow Park	\$3,100,000
5	PK2006C1	Park Renovations	Lincoln Park	\$2,186,000
6	PK2006N1	Park Renovations	Chase Park	\$139,200
7	PK2006C6	New Community Park 1	Central Area	\$3,000,000
8	PK2006T2	New Trail Corridor 4	To Be Determined	\$200,000
9	PK2006O1	Saddle Rock Habitat Restoration Phase Two	Saddlerock	\$900,000
10	PK2006S5	Recreation Center	To Be Determined	\$39,000,000
11	PK2006T8	Broadview Trailhead	To Be Determined	\$300,000
12	PK2016C8	New Community Park 2	Sunnyslope	\$3,000,000
13	PK2006T9	Lower Horselake Trailhead	Lower Horselake	\$200,000
14	PK2006 T1	Foothills Trails	To Be Determined	\$350,000
15	PK2015O6	Foothills North Habitat Enhancement	Foothills North	\$120,000
16	PK2016N12	Okanogan Street Park	Okanogan Park	\$170,000
17	PK2006C7	Park Renovations	Memorial Park	\$1,153,000
18	PK2006N10	New Neighborhood Park 6	To Be Determined	\$1,050,000
19	PK2006N11	New Neighborhood Park 7	To Be Determined	\$1,050,000
20	PK2006N5	New Neighborhood Park 1	To Be Determined	\$1,050,000
21	PK2006N6	New Neighborhood Park 2	To Be Determined	\$1,050,000
22	PK2006N7	New Neighborhood Park 3	To Be Determined	\$1,050,000
23	PK2006N8	New Neighborhood Park 4	To Be Determined	\$1,050,000
24	PK2006N9	New Neighborhood Park 5	To Be Determined	\$1,050,000
25	PK2008S2	Crawford School Park	To Be Determined	\$5,425,000
26	PK2006C2	Master Plan and Implement Improvements	Western Hills Park	\$585,000
27	PK2006N3	Park Renovations	Pennsylvania Park	\$660,000
28	PK2006N4	Park Renovations	Washington Park	\$652,500
29	PK2015O3	Castle Rock Acquisition	Castle Rock	\$750,000
30	PK2015O5	Wenatchee River Access	Wenatchee River	\$1,000,000
31	PK2006S2	Park Renovations	Locomotive Park	\$430,000
32	PK2006T9	Castle Rock Southern Trailhead	To Be Determined	\$300,000
33	PK2006T6	Sage Hills Trailhead	To Be Determined	\$450,000
34	PK2006N15	Park Renovations	Centennial Park	\$200,000
35	PK2015O1	South Foothills Area Acquisition	Squilchuck	\$750,000
36	PK2015O2	Burch Mountain Area Acquisition	Burch Mountain	\$750,000
37	PK2006T3	New Trail Corridor 2	To Be Determined	\$425,000
38	PK2006T7	New Trail Corridor 3	To Be Determined	\$225,000
39	PK2006N16	Lewis and Clark School Park	To Be Determined	\$450,000
40	PK2006S1	Park Renovations	Rainbow Park	\$25,000
	TOTAL			\$87,362,700

CAPITAL INVESTMENT PLAN MAP

Projects identified on this map are for general locational purposes only and do not represent specific parcels or properties.

6.2 Standard Costs

One of the most critical functions of the planning process is cost and funding and, since resources are always in limited supply, needs must be evaluated and prioritized. The following estimates help guide the Parks, Recreation and Cultural Services Department cost for commonly found amenities including landscaping, infrastructure, trails, and recreation improvements. Costs will vary depending on location, size and specific design features within each element and acquisition/construction factors such as paying prevailing wage, state contract pricing or Davis Bacon wage requirements.

Recreation Amenities Unit Cost

Restroom (2 stalls)	EA	\$150,000
Picnic Shelter	EA	\$150,000
Park Bench	EA	\$2,000
Picnic Table	EA	\$2,500
Drinking Fountain	EA	\$5,000
Bike Rack	EA	\$1,000
Playground (medium – 20 elements)	EA	\$165,000
Tennis Court (post tension)	EA	\$75,000
Basketball Court	EA	\$85,000
Sand Volleyball	EA	\$25,000
Baseball Field	EA	\$175,000
Soccer/Football Field	EA	\$160,000
Open Play Field	SF	\$2.50
Dog Park	SF	\$3
Skate Park	SF	\$25
Turf Grass (soil, sod, irrigation)	SF	\$5.00
Native Landscape (top soil and seed)	SF	\$2.50
Tree (large shade)	EA	\$300
Shrub (medium)	EA	\$85
Parking Stall (asphalt, curb, lighting)	EA	\$5,500
Lighting (parking, LED type)	EA	\$4,500
Asphalt Trail (10' wide)	LF	\$25
Sidewalk (10' wide concrete)	LF	\$23
Native Surface Pathway (10' wide)	LF	\$15

Capital Improvement Costs Cost Per Unit Note

Land for Parks	\$50,000/acre average, varies by location
Land for Open Space	\$20,000/acre average, varies by location
Park Construction	\$120,000/acre not including special features
Urban Trails	\$250,000/mile not including land
Natural Area Trails	\$150,000/mile not including land

6.3 Maintenance and Operations

As City services move forward, the Parks, Recreation and Cultural Services Department is constantly examining its limited resources and demand for services. Since the 2012 Parks, Recreation, and Open Space Comprehensive Plan, the City has acquired maintenance responsibilities at Hale Park, Saddle Rock Gateway and Lower Castle Rock trailhead and additional street and City building grounds maintenance. The City also acquired the Lower

Castle Rock, Sage Hills Gateway and Foothills North natural areas in the Wenatchee Foothills and coordinates maintenance activities with the Chelan Douglas Land Trust for these areas. The level of maintenance in each park area varies from daily restroom cleaning and trash removal to limited vandalism response, snow removal and noxious weed control.

The existing 1,023.66 acres of City managed parks, open space, trails along with other city grounds and miscellaneous city owned properties is maintained by 8 full time and 4 seasonal Public Works Department staff. The additional park acres and improvements associated with the recommendations contained in the capital improvement plan will require additional maintenance and increase operations costs.



Using general numbers, in 2017 the ratio of park acreage to maintenance staff is 102.4 acres per full time equivalent staff member. Using the 2016 total park maintenance budget of \$1,094,005, the cost to maintain parkland is \$1,068.72 per acre per year and the estimated additional annual overall cost for maintenance and operations by the year 2024, if all recommendations are implemented, is estimated to be \$283,200 (264.99 acres x \$1,068.72), expressed in 2016 dollars.

An additional 2.6 FTE staff members would be needed to maintain current service levels for the recommended additional parks and facilities. To bring staffing back up to the 2008 levels an additional 4.3 FTE's are needed if all of the recommendations are implemented. The estimates are based on a general analysis of the 2016 budget. An increase or decrease in the intensity of maintenance needed based on the type of park or facility would affect the actual costs. One way to help fund maintenance needs is to create a specific park levy and allow for earnings to be used for all types of park maintenance. As the amount needed from a new levy for land acquisition and develop decreases, the amount dedicated for maintenance of facilities can increase.

6.4 Art, Recreation Programming and Administrative Priorities

The following general priorities based on the strategic actions contained in the previous chapter for the arts, recreation programming and general departmental administrative services. The following priorities have been identified and categorized into relative order from highest (Priority 1) to lowest (Priority 3), though items identified within each category are listed in no particular order.

Priority 1

- Hire an Arts/Special Events Recreation Coordinator.

- Hire an Aquatics/Athletics Recreation Coordinator.
- Acquire a minimum of one piece of public art, following the art selection criteria, to add to the city's collection per year as funding allows.
- Work with local public, private and non-profit organizations to seek and obtain local, state and federal funds for the provision of parks, arts, recreation programs and services.

Priority 2

- Expand athletic programs to include non-traditional offerings.
- Replace one van and acquire a second van for program participant transportation.
- Expand youth and teen programs to meet the needs and desires of the community.
- Provide new special events which focus on community gathering, arts, music and culture.
- Update, inspect and maintain the city public art collection on an annual basis and post information about the inventory on the city website.

Priority 3

- Incorporate arts related programming for artists with disabilities and persons "At Risk."
- Work with the Wenatchee Row and Paddle Club to assist as is feasible for the development of non-motorized boating facilities.
- Explore the feasibility of creating an Arts Market and other community events sponsored by the City.
- Act as a resource for the arts by developing a roster of galleries, publishers, distributors and others and making it available to artists.
- Prepare policy and procedure manuals for all departmental functions and review and update as needed.

6.5 Possible Funding Sources

The City must rely on a broad approach to funding parks, recreation and art resources. It is highly unlikely that the general fund and grants will be able to support both land acquisition and development for the proposed projects.

There are a wide variety of mechanisms available to Parks and Recreation agencies to provide funding for maintenance and operations, recreation program services and capital construction. By maximizing the use of all of the revenue options that are available, ballot campaigns may be more effectively run. The following is intended to serve as an introduction to these mechanisms and the areas that they might be used.

6.5.1 General Program Fees and Differential User Fees

Program participants and facility users, in some cases pay fees to participate. Many of the programs and facilities that the City offers are free to all. In the cases where fees are collected, residents of Wenatchee receive discounts for participation in programs or rental of facilities. The resident discount fee helps to provide a measure of equity between taxpayers and non-taxpayers. Use of non-resident fees or resident discounts is a common practice among parks and recreation departments.

6.5.2 Real Estate Excise Tax

The State of Washington is authorized to levy a real estate excise tax on all sales of real estate, measured by the full selling price, including the amount of any liens, mortgages and other debts given to secure the purchase at a rate of 1.28 percent. RCW 82.45.060. A locally-imposed tax is also authorized. However, the rate at which it can be levied and the uses to which it may be put differs by city size and whether the city is planning under the Growth Management Act (GMA). All cities may levy a quarter percent tax (described as "the first quarter percent of the real estate excise tax" or "REET 1"). RCW 82.46.010. Cities and counties that are planning under GMA have the authority to levy a second quarter percent tax (REET 2). RCW 82.46.035(2). Note that this statute specifies that if a county is required to plan under GMA, or if a city is located in such a county, the tax may be levied by a vote of the legislative body. If, however, the county chooses to plan under GMA, the tax must be approved by a majority of the voters.

The City must spend the first quarter percent of their real estate excise tax receipts solely on capital projects that are listed in the capital facilities plan element of their comprehensive plan. RCW 82.46.010(2)(6). RCW 82.46.010(6) defines "capital projects" as:

Those public works projects of a local government for **planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement** of streets; roads; highways; sidewalks; street and road lighting systems; traffic signals; bridges; domestic water systems; storm and sanitary sewer systems; **parks; recreational facilities;** law enforcement facilities; fire protection facilities; trails; libraries; administrative and judicial facilities.

REET 2 must be spent solely on public works related projects – streets, sewers etc. and is not available for park projects.

6.5.3 Property Taxes

The property tax is one of the largest tax revenue sources for many local jurisdictions, including Wenatchee. Proceeds may be expended for parks and open

space. The property tax accounts for about 30 percent of total state and local taxes. The state property tax primarily supports “common” or K-12 public schools. In Wenatchee, property taxes support general activities and functions like the mayor and city council’s offices, and the police, public works, courts, jail, culture and recreation, and building and planning departments.

The taxable value of a property is 100 percent of its fair market value, less any exemptions that may be permitted. All property is subject to reevaluation each year based on estimated market value. The individual taxing districts determine the amount of money needed and the county assessor calculates the tax rate necessary to raise that money.

The amount of property tax due on an individual property is based on the combination of tax rates and the state constitution, statutory levy limits set by the legislature and excess levies approved by the voters, and the assessed value of the property. However, there are several restrictions that affect how much property taxes may be increased— the constitutional limit, the aggregate levy limit, and the 101 percent revenue limit.

Regular Property Taxes. Maximum Rate: Section 84.52.043 of the state statutes establishes maximum levy rates for the various types of taxing districts (the state, counties, cities and towns, fire districts, and the like). A city may levy up to \$3.60 per \$1,000 of assessed value (AV). For cities that belong to a fire district and/or a library district, the rules are a little more complicated. Nominally they have a maximum rate of \$3.60 per thousand dollars AV. But, they can rarely collect that much because the levy of the special districts must be subtracted from that amount. The library district levy has a maximum rate of \$.50 per thousand dollars AV. The City of Wenatchee was recently annexed to the Chelan County Fire District 1 and, in 2014, voters approved a district levy of \$1.50 per \$1,000 with 76 percent of the vote.

Regular property taxes are also subject to three other legal limitations, as follows:

1. Constitutional Limitation: Pursuant to Article 7, Section 2 of the Washington Constitution and Section 84.52.050 of the state statutes, the total regular property tax levy may not exceed \$10 per \$1,000 of the assessed value of property. Should this limitation be exceeded, levies requested by junior taxing districts are proportionally reduced or eliminated according to a prioritized list contained in Section 84.52.010. Taxing entities in Washington rarely approach this constitutional limit.
2. Aggregate Levy Limit: Within the \$10 per \$1,000 limitation, the aggregate levies of junior taxing districts and senior taxing districts may not exceed

\$5.90 per \$1,000 of assessed value (this limitation excludes the Conservation Futures levy). Should this limitation be exceeded, levies requested by junior taxing districts are proportionally reduced or eliminated according to a prioritized list contained in Section 84.52.010.

3. Revenue Limit (101 percent limit): Each year regular property tax revenues are limited to the lesser of 101 percent of the highest collections in the three previous years, plus an additional amount to allow for new construction within the taxing district or inflation. There are only two ways for a jurisdiction to increase property taxes by more than one percent. Some jurisdictions have taken less than the maximum increase they could have in the past and have "banked" capacity that they can use. A jurisdiction that does not know whether it has banked capacity should ask its county assessor. The other way to increase property taxes by more than this amount is to do a levy lid lift.

Levy Lid Lift. This requires that the city's current expense property tax levy fall below the statutory maximum. The City Finance Director confirmed that the city's levy is below the limit and that there is capacity to pursue a levy lid lift. Majority approval of the electorate is required.

The ballot for the lift proposition must state the dollar rate proposed (the levy rate is determined by the assessed value of the city) and must clearly state any conditions that are applicable. The proposition may be for any amount of time, unless the proceeds will be used for debt service on bonds, in which case the maximum time period is nine years. To make the lift permanent requires language in the ballot title expressly stating it is permanent. If the lift is not made permanent, the base for future levies will, at the end of the time period specified in the ballot title, revert to what the dollar amount of the levy would have been if no lift had ever been done. The proposition may also specify the use of the funds.

After the initial "lift" in the first year, the jurisdiction's levy in future years is subject to the 101 percent revenue cap in chapter 84.55.RCW. This is the maximum amount revenues can increase without returning to the voters for another lid lift. The lift also may be "phased in" over a period of up to six years.

Some of the benefits of this type of funding include: Can be permanent or for specific time period and people are generally familiar with a levy lid lift. It also gives voters the opportunity to "approve" or "reject" a project.

Some of the negatives associated with this type of funding are that it is generally used for a specific time period – 6 years so unless it is a project specific purpose, a campaign would need to be run again at the end of the time period. This option

would potentially restrict tax availability for other uses such as Police, Roads etc. This option directly raises taxes and requires 60% plus 1 for approval.

If this is a desired option to pursue for future funding, it is recommended that a citizen led campaign be started a minimum of one and a half to two years prior to the election. Staff is very limited in the role it can play in this type of election. Specific programs and projects must be identified for the campaign.

Several local governments in Washington State have utilized the levy lid lift for park, open space, and recreational facility purposes, including Bellevue, Duvall, Enumclaw, Pullman, Sammamish, and Seattle.

Using the Property Tax for Parks and Open Space. The City of Wenatchee may levy up to \$3.60 per \$1,000 of assessed valuation for general governmental services, however, that amount is reduced to \$3.10 as a result of a \$.50 per \$1,000 levy assessed by the North Central Regional Library. The city's regular levy for 2015 was \$2.647 per \$1,000 on an assessed valuation of \$2,281,383,751 for a total levy of \$6,042,143.

Estimated Revenue & Costs of Property Tax Increase City of Wenatchee			
Tax Rate Increase	Taxable Valuation	Annual Revenue	Cost / Avg. House
0.10	\$ 2,281,382,751	\$228,138	\$23
0.15	\$ 2,281,382,751	\$342,207	\$34
0.20	\$ 2,281,382,751	\$456,277	\$45
0.25	\$ 2,281,382,751	\$570,346	\$57
0.35	\$ 2,281,382,751	\$798,484	\$80
<i>Sources: Total district taxable value, Chelan County levy book 2015; median home price \$227,225, Avg from Zillow , Redfin, Trulia, Census.</i>			

Without considering aggregate property tax limitations, the accompanying chart provides a summary of the revenue raising potential using the property tax. Consultation with the city attorney and finance staff will be required to determine if junior taxing districts might be affected. **An additional 0.15 levy rate in the city would raise about \$342,000 annually, or \$1.7 million over five years; the typical homeowner would pay roughly \$34 annually.**

6.5.4 Bonds

To raise funds for capital improvements, such as land acquisition or building construction, counties, cities and towns in Washington may issue bonds. There are two main types of bonds: general obligation (“GO”) bonds, which are guaranteed by the local taxing authority, and revenue bonds that are paid by project-generated revenue or a dedicated revenue stream such as a particular tax or fee. Generally, bond proceeds are limited to capital projects and may not be used for operations and maintenance purposes.

General Obligation Bonds. Washington has two types of general obligation bonds—limited tax general obligation bonds (LTGO bonds) and unlimited tax

general obligation bonds—with the primary difference being that limited tax general obligation bonds may be issued by the local government’s governing body while unlimited tax general obligation bonds must be approved by 60 percent of the electorate.

State law limits general obligation (G.O.) bonded debt for general purposes to 2.5 percent of assessed value of taxable property. This limit applies to voted (unlimited) and non-voted debt (limited). Of this limit, the City Council may, by resolution, authorize the issuance of limited tax general obligation bonds in an amount up to 1.5 percent of assessed value of taxable property without the vote of the people. Limited tax general obligation bonds, also called **councilmanic bonds**, are payable from general government revenues, which reduces the amount available for other current operating expenditures and limits the financial flexibility of the city. Hence, limited tax general obligation bonds are usually used only for the most pressing capital needs. Finally, cities also have authority to issue *additional* debt, up to 2.5 percent of assessed value for utility purposes and for open space, parks and capital facilities with a public vote.

At the end of 2013, Wenatchee had bond and loan related long-term debt of \$39.7 million. Of this amount, \$9.8 million comprises general obligation bonds and \$20.5 million represents revenues bonds secured by utility revenue sources. Therefore, the city has approximately \$21 million in available non-voted debt capacity and \$19.7 million with a public vote for general purposes and another \$55 million in debt capacity for open space, parks, and capital facilities.

Issuing GO Bonds for Parks and Open Space. This analysis will focus on voted or limited debt for the acquisition of parks, open space, natural areas and recreational lands. For example, a \$5 million bond would add approximately \$368,000 to the city’s annual debt service and would cost the typical homeowner an average of \$37 per year over the life of the bond (20 years). The city currently has a bond levy of \$0.1456 per \$1,000 in place from a ballot measure approved by voters in 2001 for the construction of a police station. This debt is anticipated to be retired in 2021.

The bond cost calculations provide an estimate of debt service, tax increase, and cost to the average homeowner in the community of potential bond issuances for parks and land conservation. Assumptions include the following: the entire debt amount is issued in the first year and payments are equal until maturity; 20-year maturity; and 4 percent interest rate. Property tax estimates assume that the city would raise property taxes to pay the debt service on bonds, however other revenue streams may be used. The cost per household represents the average annual impact of increased property taxes levied to pay the debt service. The estimates do not take into account growth in the tax base due to new construction

and annexation over the life of the bonds. The jurisdiction's officials, financial advisors, bond counsel and underwriters would establish the actual terms of any bond.

Process for Implementation. The City Council may place a ballot proposition authorizing indebtedness before the voters at any special election or general election. The ballot proposition must include the maximum amount of the indebtedness to be authorized, the maximum term any bonds may have and a description of the purpose(s) of the bond issue. Notice of the proposed election shall also be published, as required by state statute.

All voted bonds require a 60 percent majority approval of the electorate. To validate the election, the total votes cast must equal at least 40 percent of the total votes cast in the last general election.

6.5.5 Sales and Use Tax

Wenatchee has reached its maximum permissible local sales and use tax rate. While the city cannot increase its sales tax, it may however choose to pledge a portion of its existing sales and use tax revenue to parks and recreation purposes. Dedication of a portion of the sales tax revenue for parks and recreation requires a resolution or ordinance by the city council.

6.5.6 Impact Fees

Impact fees, or monetary exactions other than a tax or special assessment, are levied by counties, cities and towns in connection with the approval of a development project to defray all or part of the cost of public facilities related to the development project. Public facilities include publicly owned parks, open space and recreational facilities; public streets and roads; school facilities; and fire protection facilities.

In general, impact fees may not exceed the estimated reasonable cost of providing the service or facility and shall not be levied to make up for deficiencies in public facilities serving existing developments. Impact fees also may not be used for maintenance and operation. The local ordinance by which impact fees are levied must include a schedule of impact fees, which shall be adopted for each type of development activity based on a formula, or other such calculation that considers the cost, availability of other funding, amongst other items. Proceeds from impact fees must be earmarked specifically and retained in special interest-bearing accounts, and must be expended or encumbered within 6 years of receipt. Six counties and 72 cities in Washington impose impact fees according to the Municipal Research and Services Center. The average total impact fee in Washington is \$6,588 while the average parks impact fee in the state is \$2,056.31. Wenatchee recently imposed its first development impact fee in February 2011.

The fee, set at \$4,830 per single family residence, applies only to new development in the Broadview area and supports public facilities and road access improvements in that part of the city.

The 2006 and 2012 Parks, Recreation and Open Space Comprehensive Plans (PROS) identified the use of impact fees as a mechanism to assist with the funding and provision of parks, recreation and opens spaces. In 2015 the Parks, Recreation and Cultural Services Department prepared a new rate study and ordinance. The study identifies the total cost of improvements that address increasing capacity at \$17,847,700. The impact fee formula, which allocates costs to new households after applying other relevant revenues according to estimated benefit, estimates the following fees: Single-family = \$770.39; Multiple- family= \$764.60.

The Board recommended moving forward and the proposal was submitted to the Community and Economic Development Department for review and to take it through the Planning Commission and approval process. The proposal was not recommended for approval by the Commission and the process ended there.

6.5.7 Special Purpose Districts

In Washington, special purpose districts are limited purpose local governments separate from a city, town, or county government. Generally they perform a single function, though some perform a limited number of functions. They provide an array of services and facilities including electricity, fire protection, flood control, health, housing, irrigation, parks and recreation, library, water-sewer service and more recently stadiums, convention centers, and entertainment facilities that are not otherwise available from city or county governments.

Special purpose districts are generally created through the county legislative authority to meet a specific need of the local community. The need may be a new service or a higher level of an existing service. The districts are usually quasi-municipal corporations though some are statutorily defined as municipal corporations. Most special purpose districts in Washington derive revenues from real property taxes and are called taxing districts.

While there are some 80 different special purpose districts, the legislature has narrowly defined the purposes of these districts and their revenue authority. The Municipal Research and Services Center of Washington (MRSC) has published a helpful comparison of recreation districts.

6.5.8 Metropolitan Parks District

Chapter 98, Laws of 1907 authorized cities of the first class to create metropolitan park districts (MPD). The statutes were amended by Chapter 88, Laws of 2002. Prior to 2002, cities under 5,000 and counties could not create metropolitan park

districts. Now all cities and counties may form metropolitan park districts (MPDs) that include territory in portions of one or more cities or counties. The first MPD was formed by Tacoma in 1907. A second district was formed in Yakima around 1945 and functioned until 1969. After the 2002 amendments several MPD's were formed.

The purpose of a MPD is to provide for the management, control, improvement, maintenance, and acquisition of parks, parkways, boulevards, and recreational facilities. A MPD:

- May purchase, acquire and condemn lands within or without the boundaries of park district
- May issue and sell warrants, short- term obligations, or general obligation bonds
- May issue general obligation debt in an amount equal to 2 1/2 percent of their assessed valuations. (RCW 35.61.110) Of this 2 1/2 percent, 1/4 percent may be non-voted (also called councilmanic) debt. (RCW 35.61.100) The rest must be voted.
- May issue revenue bonds
- The property tax may not exceed 75 cents per \$1,000 of assessed valuation in the district
- Can petition for the creation of local improvement districts
- May employ counsel, provide for park police officers, secretary of the board, and all necessary employees
- May establish civil service for employees
- Has power to regulate, manage and control, improve, acquire, extend and maintain, open and lay out, parks, parkways, boulevards, avenues, aviation landings and playgrounds, within or without the park district,
- Has power to authorize, conduct and manage
 - the letting of boats, or other amusement apparatus,
 - the operation of bath houses,
 - the purchase and sale of foodstuffs or other merchandise,
 - the giving of vocal or instrumental concerts or other entertainments,
 - the management and conduct of such forms of recreation or business as it shall judge desirable or beneficial for the public, or for the production of revenue for expenditure for park purposes;
- May sell, exchange, or otherwise dispose of surplus property
- Can annex territory

An MPD may include territory located in portions or all of one or more cities or counties, or one or more cities and counties, when created or enlarged.

The formation of a metropolitan park district must be approved by a majority of voters at any general or special election. The ballot proposition for such formation may be initiated by either

- Adoption of resolutions submitting the proposition to create the district by the governing body of each city and county in which all or a portion of the proposed district is located (for counties, each county where all or portions of the proposed district is located within the unincorporated areas), or
- A petition proposing creation of the district signed by at least 15 percent of registered voters in the proposed district.

The resolution or petition submitting the ballot proposition must designate the composition of the board of metropolitan park commissioners from among three alternatives.

- Five commissioners may be elected at the same election creating the district;
- For a district located entirely within one city or the unincorporated area of one county, the legislative authority of the city or county may act as the metropolitan park board; or
- For a district located in multiple cities or counties, each legislative authority may appoint one or more members to serve as the board.

Passage approving the MPD ballot measure requires approval by a majority of the voters voting. (RCW 35.61.040)

Two regular property tax levies available - 50 cents/\$1000 assessed valuation and one of 25 cents. They are considered one levy for the purposes of the levy limits in Ch.84.55 RCW, but they have different rankings in the pro-rationing statute. Levy is permanent.

The possibility of creating a metropolitan parks district in Wenatchee has been considered on several occasions since the 1980's. The district boundaries might be drawn to follow the city boundaries or those of the Wenatchee School District or a merger might be arranged with the Eastmont Metropolitan Parks District. The Wenatchee Department of Parks, Recreation and Cultural Services developed a thorough analysis of the various potential boundaries including revenues and expense projections.

In 2016, on behalf of the Trust for Public Lands Fairbank, Maslin, Maullin, Metz & Associates (FM3) completed a telephone survey of 402 voters to determine the viability of moving a ballot measure forward to create a metropolitan park district

within the City of Wenatchee, within the Wenatchee School District boundary or merging with the Eastmont Metropolitan Park District. The data suggest that these options would not receive the support needed for passage. Establishing a park district on both sides of the river received a 56% support rate and 38% strong opposition. A park district within the city limits of Wenatchee received 52% support and 42% opposition and using the school district boundary received 45% support and 37% opposition.

6.5.9 Grants

Generally speaking grants are sums of money awarded to finance a particular activity or facility. Usually, these grant awards do not need to be paid back. Grants are usually highly competitive, may be time consuming to complete, are geared to a specific activity, project or program and in many cases, require some type of financial or other match. There usually is reporting requirements during and following the completion of the grant funded project or program. The city is active in the preparation of grant applications for projects ranging from capital construction and park acquisition to employee health promotion and special needs programs. Some specific grant programs include:

Washington Wildlife and Recreation Program – A variety of park grants administered by the Recreation Conservation Office. Local agencies must match the grant amount on a 50-50 basis.

Aquatic Land Enhancement Fund – This program funded by the State Department of Natural Resources will finance up to \$80,000 for acquisition and development of waterfront parks, public access sites and environmentally sensitive areas.

LWCF – Grants distributed from the Federal Land and Water conservation Fund. Grants pay 50% of the cost of acquisition and development.

National Endowment for the Arts - There are competitive grant programs available for organizations and individuals. Grants range from translation projects to place making.

Community Foundation of North Central Washington Grants - Regional Impact Grants - Regional Impact Grants provide up to \$5,000 available for general programs, special projects, start-up funding, small equipment, and other needs/enhancements for 501(c)3 nonprofit organizations in Chelan, Douglas, and Okanogan counties. Endowment Grant - One \$50,000 grant is available every other year to support nonprofit sustainability through a permanent fund at the Community Foundation of NCW.

In addition to the capital facilities plan projects, grant funding is available from a variety of sources for arts and community recreational programs. Special health and youth related grant information can be obtained from the National Center for Disease Control, US Department of Education, US Department of Health and Human Services, US Department of Education, US Office of Juvenile Justice and Delinquency Prevention and US Department of Agriculture Food Nutrition Service.

6.5.10 Conservation Futures Levy

Counties can levy up to \$.065 per \$1,000 assessed valuation for the acquisition of shoreline and open space areas. The money cannot be used for development or maintenance. Cities can apply for a share of this money through the County.

6.5.11 General Fund

The general fund includes all monies taken in and paid out of the City with the exception of any special purpose funds. The two primary revenue streams are from the collection of sales tax and property tax. The general fund currently provides the majority of financial support for the ongoing operation of the park system and provision of recreations services.

6.5.12 Donations, Partnerships and Volunteer Service

Donations and volunteer service can be effective when a specific project or program is identified. Most of the recreational services that the City provides rely heavily on donations of some type to help provide equipment, materials or other support.

6.5.13 1% for the Arts

In 1999, the City recognized the importance of public art to the community and established a public art program that required one percent of moneys appropriated for any capital project as defined in the Public Art Policy and valued at over \$75,000 to be placed into the public art fund and used for the acquisition of public art or the promotion of art programming.

6.5.14 Program Support and Partnerships

Programs are supported through the generous donation of materials, in-kind services or financial sponsorships from individuals, businesses and organizations. These contributions are critical in the provision of recreation program activities. Over 100 organizations and businesses partner directly with the City on an annual basis for the provision of recreation programming to the community.

A new opportunity to donate was established in 2011. The City partnered with the Wenatchee Valley Sports Foundation to provide an avenue for individuals or businesses to donate to specific programs or projects. In 2013, the city Partnered

with Friends Improving Dog Opportunities (FIDO) to design and fundraise for the Hale Park Off Leash Recreation Area and in 2015 a partnership was established with the Trust for Public Lands to work toward the realization of the Kiwanis Methow Park Project. The Chelan Douglas Land Trust is leading the effort to solicit and raise donations for the Foothills Trails system. A parks and recreation gift catalog is also available which outlines specific program and facility needs.

6.5.15 Sponsorships

Similar to donations, sponsorships benefit individual programs and also the person or organization providing the sponsorship. Sponsorships are commonly seen in the case of youth athletic teams; however the Parks and Recreation Department uses sponsors for many of its programs and special events including the Movie and Concert Series and other Special Events. As with donations, sponsorship availability is somewhat dependent upon the economy and competition for funding from other programs and agencies. Obtaining sponsors and donations requires significant staff time to conduct the solicitation and subsequent follow up activity.

6.5.16 Transfer of Development Rights

Transfer of Development Rights is a type of Zoning Ordinance that allows owners of property zoned for low-density development or conservation use to sell development rights to other property owners. The development rights purchased permit the landowners to develop their Parcels at higher Densities than otherwise. The system is designed to provide for low-density uses, such as historic preservation, without unduly penalizing some landowners. Example: Under a *transfer development rights* system, a land-owner whose property is restricted to open space is assigned development rights in proportion to some overall desirable density for the jurisdiction. The landowner cannot utilize the rights but may sell them on the open market to landowners in other locations who are allowed to develop their properties. The rights may be used to develop additional structures on the unrestricted properties. In this way, restricted areas may be maintained as open space without completely destroying the development value of the properties.

6.5.17 Conservation Easements

A conservation easement is a restriction placed on a piece of property to protect its associated resources. The easement is either voluntarily donated or sold by the landowner and constitutes a legally binding agreement that limits certain types of uses or prevents development from taking place on the land in perpetuity while the land remains in private hands. Conservation easements protect land for future generations while allowing owners to retain many private property rights

and to live on and use their land, at the same time potentially providing them with tax benefits.

In a conservation easement, a landowner voluntarily agrees to sell or donate certain rights associated with his or her property – often the right to subdivide or develop – and a private organization or public agency agrees to hold the right to enforce the landowner's promise not to exercise those rights. In essence, the rights are forfeited and no longer exist. An easement selectively targets only those rights necessary to protect specific conservation values, such as water quality or migration routes, and is individually tailored to meet a landowner's needs. Because the land remains in private ownership, with the remainder of the rights intact, an easement property continues to provide economic benefits for the area in the form of jobs, economic activity and property taxes.

A conservation easement is legally binding, whether the property is sold or passed on to heirs. Because use is permanently restricted, land subject to a conservation easement may be worth less on the open market than comparable unrestricted and developable parcels. Sometimes conservation easements will enable the landowner to qualify for tax benefits in compliance with Internal Revenue Service rules.

6.5.18 Concessions

This option allows commercial operations to be conducted in City Parks. The Cities of Chelan, Richland, Seattle and Renton as well as other cities across the State use this effectively to help fund the provision of park services. They have concession agreements ranging from Jet Ski and bicycle rentals to restaurants and other vendors. The commercialization of park areas is a policy issue to be addressed in the future by the Parks and Recreation Advisory Board.

6.5.19 Leases

Similar to concession agreements, park facilities would be leased out to organizations for the operation of their business or provision of services. The lease revenues would then be designated to support the provision of services. This is currently being used at the Community Center. Lease amounts vary as do term limits and are dependent upon the facility, program, service and market.

6.5.20 Sales

Parks and recreation and recreation departments often sell merchandise, services or advertising to support the services and also provide a service to the facility users. Sales amounts vary depending upon what is being sold or provided. For example, Proshop type retail sales for items ranging from swim diapers to goggles and swim caps may be available at the pool or athletic apparel at a recreation center. Competition with local business should be taken into consideration when

exploring this option. Generally, revenues raised through sales are not significant and the availability of merchandise is offered more as a service, but may help offset costs. This may also be addressed through concession agreements or long term leases.

6.5.21 Foundations

In many cases non-profit foundations serve as a conduit to receive funding for the completion of park and recreation related projects. Some grant sources will provide funding to only non-profits. There are several “Friends of” and “Parks Foundations” established that support local or regional parks and recreation agencies. In 2011 The City of Wenatchee teamed up with the Wenatchee Valley Sports Foundation to provide a mechanism to solicit support for specific park and recreation programs and projects.

